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AUTHOR Como, Perry; Hagner, David
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ABSTRACT

This manual is concerned with developing community-based work for persons with disabilities, particularly disabled workers in segregated settings and individuals who are considered not yet ready for or capable of work. The first part of the publication deals with the following topics: the concepts of community, work, and severe disabilities; the pros and cons of a two-client model; marketing principles (strategies for developing a business approach and product definition and development); provision of company services (assessment, goal setting, intervention, and monitoring); job positions as variables and job creation as problem solving; and organizational implications for agencies (implications for a marketing approach and for community programming). The second part of the guide consists of case studies of a manufacturer of small electronic motors, a bakery, a power company, and an apartment complex. Concluding the guide is a descriptive listing of 48 different services that agencies can offer their client companies, including affirmative action consultation, accounting and bookkeeping, accident review, contract production, employee placement, financial assistance, human factors consultation, job description development and review, labor force planning, market development, patronage, performance evaluation, production expertise, public relations, safety awareness and training, supervision of workers, time studies and work measurement, try-outs, and writing services. (MN)

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COMMUNITY WORK DEVELOPMENT

A MARKETING MODEL

PERRY COMO DAVID HAGNER

MDC

Materials Development Center
School of Education and Human Services
University of Wisconsin - Stout

U.S. DEPARTMENT OF EDUCATION
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COMMUNITY WORK DEVELOPMENT:

A MARKETING MODEL

Perry Como

David Hagner

Syracuse, N.Y.

July, 1985

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FOREWORD

Although practitioner-oriented and field-based, this manual is not primarily a how-to book of community work development techniques nor is it a program description. Instead, it outlines an important new way of thinking about fundamental issues relating to developing work for and providing vocational services to workers with disabilities.

Our thinking has evolved over the past several years as an extension of our increasing commitment to community-based vocational services. As our service delivery practices evolved, we found that our thinking on some basic issues had to evolve as well. We questioned the way words like "client", "employability" and others were used. And we used words unfamiliar in human services: "product", "market" and others. And we began organizing our new thinking into a coherent model.

Besides being coherent, this model works. We are convinced that the approach we have outlined is more valuable to practitioners than a set of how-to techniques, because it is the fundamental approach to the business community that makes all the difference in effectively developing community work.

The structure of the manual is like a pyramid. It starts out with a few main ideas at the top, continues with exposition and development of implications in the middle, and ends up with a number of concrete examples and applications on the bottom.

We would like to express our appreciation to David Molinaro for his pioneering work and his influence on the direction of our thinking. Prudence York contributed by critiquing earlier drafts. And we are grateful to Ron Fry and the staff of the Materials Development Center for their encouragement and assistance throughout the process.

David Hagner
Perry Como
January, 1986

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I. THE MODEL

1.1 Basic Principles and Definitions

This publication is concerned with developing community-based work for persons with disabilities, particularly disabled workers in segregated settings and individuals who are considered to be not yet ready for or capable of work. The model presented in this manual outlines an important step that (re)habilitation agencies can take in this direction. Three basic principles underlie this enterprise and provide the foundation for the discussion of community work development. These principles are: (1) the community is the setting for this model, (2) remunerative work is the activity to be carried out in a community setting, and (3) the model includes severely disabled workers.

Prior to beginning discussion of this model, two definitions need to be made. In this publication the term "agency" refers to any human service organization involved in the direct delivery of rehabilitation and/or habilitation services to the disabled, such as a sheltered workshop, other vocational rehabilitation facility, or a community based human service program. The second definition relates to business and companies. These two terms are used interchangeably throughout the publication and refer to businesses and industries in their regular understanding of the terms.

1.1.1 The Community

The goal of this model is community work. "Community," and the related concepts "integrated," "least restrictive setting," and "natural environment," are often a source of confusion and emotional response. "Community" is defined both as a place and as a network of social interactions. A "community" is: (1) any setting not designed for the purpose of providing (re)habilitation services to citizens with disabilities and (2) a network of interpersonal contacts with individuals who neither receive nor provide (re)habilitation services. In this model business and industries in the community are the rehabilitation facilities to the community work developer.

1.1.2 Work

The second principle is that work is an activity to be carried out at community work sites. "Work" is defined as any activity that adds value to some product or service. "Value" is defined from the perspective of the buyer (the customer or employer); therefore, all work is meaningful and remunerative because someone wants it done and is willing to pay for it to be done. Conversely, activity that no one is willing to exchange anything for cannot be called "unremunerative work"; it is simply not work. This publication is not concerned with "prevocational services," "work readiness," "day programming" or with "training" or "evaluation." Although the authors recognize that most work can be

used for evaluation or training, that is not its main purpose.

1.1.3 Severe Disability

The final principle in a model of community work development is that it be applicable to workers with severe disabilities as well as to more mildly disabled workers. Models having a screening-out mechanism to exclude individuals with the greatest need for services are not acceptable. These groups are defined as those currently served in work activity centers, day treatment centers, and similar segregated settings, and those excluded from (re)habilitation services.

1.2 Your Other Clients

If you ask someone in vocational (re)habilitation who their clients are, it is safe to assume that they would name disabled workers or some disability group(s). Yet, within the (re)habilitation agency there is likely to be staff directly involved in contacting community businesses and communicating to them that some of their needs could best be met by associating themselves with the agency. Personnel, such as the placement specialist and contract procurer, attempt to determine the needs of a business and to meet some of these needs. Other agency personnel, (e.g. the evaluator, instructor, or supervisor) also have some relationship to meeting the needs of private industry. Lastly, the foundation on which the agency rests is the belief that disabled workers represent a valuable, if often overlooked, asset to the business and industrial community.

The relationship where services are provided consistently and systematically to a defined group of recipients or consumers is a client relationship. In fact, it is a serious oversight not to value and nurture the agency-to-company client relationship. Looking at a particular target group such as business and industry as one's clients has a number of significant implications. The focus is placed on providing services valued by the target group. A whole range of activities associated with such services immediately comes to mind: assessing needs, defining goals, planning for and implementing services, and evaluating results and satisfaction with services. A great deal of time, effort, and thought goes into the provision of such services for disabled workers by (re)habilitation agencies. However, these agencies devote vastly unequal attention to serving their other major sets of clients: community businesses.

Most agencies are much less attentive to and sophisticated about serving their company clients. The Client Services Survey on page 6 can provide a rough indication of the degree of equality or

discrepancy between the level of services provided by an agency to its two major sets of clients.

1.2.1 Benefits of a Two-Client Model

To consider seriously community businesses as clients requires a significant shift in thinking for most (re)habilitation professionals. Such notions as staffings for companies, systematic company evaluations, and other activities associated with serving disabled workers seem out of place in the context of serving community businesses. Yet by officially recognizing companies as their clients, agencies can significantly enhance their effectiveness in developing community work, resulting in better services to both sets of clients.

Active Approach. Adopting a client perspective promotes a more active approach towards community businesses. Instead of relatively narrow and passive ways of approaching businesses, for example, selling workers to fill job openings (selective placement), agencies can provide a number of different services to a company. In an active approach, agencies will also determine the company's situation before deciding what to sell. This active stance is known as the "marketing perspective."

Positive Message. The client perspective starts from the premise that the agency has something to offer to businesses that they need and value. Many agencies fall into the "Purveyor of Defective Merchandise" trap. Because the workers they serve are defined and selected on the basis of a disability or problem, the agency starts out trying to overcome or make the best of a negative image or association. If services are classified as either exceptionalistic or universalistic (Ryan, 1963), (re)habilitation is an exceptionalistic service provided to a subset of the population specifically singled out on the basis of negatively valued traits. One way out of this trap is to switch to a universalistic approach. Universalistic services are generally inclusive, and preventive, and therefore more positively valued. Services to business are universalistic, in that they apply to a general set of problems rather than to those of a special or unusual group. Section 1.3.2 suggests several universalistic approaches in connection with product definition.

Enhanced Worker Services. Viewing companies as clients can lead to a reexamination of what it means for disabled workers to be clients. In the business world, clients are customers. Serving one's customers is the goal of all business activity. This relationship is collaborative rather than a one-sided relationship between parties of unequal status. (Re)habilitation clients (1) are often in a socially devalued status in relation to the professional agency staff,

CLIENT SERVICES SURVEY

Agency _____

CLIENT WORKERS	CLIENT COMPANIES
How many agency employees regularly interact with and provide services to disabled workers? _____	How many agency employees regularly interact with and provide services to community businesses? _____
How many hours per week are spent, on average, in meetings to assess and plan services to workers? _____	How many hours per week are spent, on average, in meetings to assess and plan services to companies? _____
How many file drawers at agency offices are devoted to client workers files? _____	How many file drawers at agency offices are devoted to client company files? _____
List the major services made available to workers by the agency:	List the major services made available to companies by the agency:
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
Total Number _____	Total Number _____

(2) pay for services by way of a third party (e.g., the State VR Agency) instead of directly, (3) are often perceived to be less than competent to determine actions in their own best interests, and (4) seldom have realistic alternatives to the monopoly vocational service in their community. These conditions can lead to unwelcome distortions in the client relationship. For example, professionals determine what counts as a "service" and what clients "need." Protestations by clients that they are not satisfied, instead of catalyzing the agency to reexamine its activities, may be dismissed as resistance, lack of motivation, lack of insight or some other (re)habilitation problem. To solve this new problem, additional unwanted "services" are often provided compounding the problem.

Businesses cannot be treated this way. They are competent to decide what they want and can turn to other competing suppliers if they dislike the service they receive. Potential positive outcomes of considering businesses as clients and providing services from this perspective are to make expertise of agencies available to businesses and to bring about a rethinking in perception of disabled clients as customers.

1.2.2 Objections to a Two-Client Model

It is sometimes difficult for professionals in the field of (re)habilitation to consider any group other than people with disabilities as their clients. In objecting to this radical shift from the traditional model of services, they raise three types of objections: (1) workers will be shortchanged, (2) businesses aren't interested, and (3) a middleman is unnecessary.

Workers will be short-changed. (Re)habilitation grew from an awareness that disabled workers were not receiving the services they need. By contrast, economically viable businesses have no trouble taking care of themselves. It is feared that a change in focus towards serving business will dilute the already meager resources devoted to serving disabled workers, once again leaving them short-changed. In a conflict between a business need for certain positions to be filled and the occupational preferences of workers, the agency might pressure its worker clients to take the jobs offered by its business clients.

There are three reasons this objection is not valid. First, the two-client model is a means to an end. The goal is community work for disabled workers. Without workers as the number one priority, the whole enterprise doesn't make sense. Therefore, businesses should not occupy a position of greater or even equal importance. There are many examples of services which benefit two sets of parties, known generically as brokerage services. In many cases of these brokerage services one set of clients

occupies a primary position. For example, real estate brokers primarily serve the sellers of homes and property, but the buyers are also their clients. These brokers try to facilitate an arrangement satisfactory to both buyer and seller. An example closer to (re)habilitation is the personnel agency, which while closely linked to employers is often acting more on behalf of job-seekers. For personnel agencies both parties are regarded as clients. If one accepts the premise that the disabled labor force and associated services available to business as a result of (re)habilitation is an important and valuable asset, one is already thinking in a two-client way. The alternative view, that business would be just as well off without these services and these workers, fails to recognize the tremendous assets and abilities of the disabled work force. Third, disabled workers are fairly seriously shortchanged as matters stand. Therefore, there is good reason to give a new model a try. If one believes that the current level of participation of severely disabled workers in the labor force of community businesses is adequate, one will not be motivated to embark on a radical change.

Companies aren't interested. Many people believe that the goals and methods of human services are so fundamentally different from those of the business world that there is no way to seriously interest businesses in receiving any services from (re)habilitation. However, another way of looking at the situation is that agencies have not effectively marketed their services. From this perspective, the demand may be real but latent, partly because agencies have balked at adopting a two-client model and actively reaching out to companies. Latent demand can be handled as a marketing problem. Considering the fact that a major expense of most companies is in personnel, it stands to reason that what can be broadly termed human services might be important to the effective functioning of a company. Therefore, facilities should approach business with the belief that they have a great deal to offer that business would have a hard time finding elsewhere at a more economical price.

A middleman is unnecessary. Some people question the need for a broker or middleperson, believing that workers and companies should directly relate to each other. But many disabled workers cannot gain access to community employment without assistance, and models which cut off workers at a certain skill level (for example, those who cannot conduct a job interview) are inadequate. Personnel and employment agencies act as brokers between workers and companies all the time, not because these workers have some deficiency or problem, but simply because it saves them the time and trouble of developing a complex and expensive marketing strategy and allows them to concentrate on what they do best.

1.3 Marketing Principles

Most agencies have more or less regular dealings with the business community. Some agencies have extensive and complex relationships with businesses. Still, most agencies approach business in a relatively narrow and passive fashion. They predefine their "product" (usually they offer two: applicants to fill competitive job openings and industrial subcontracts at a facility) in a vacuum. Then agencies attempt to sell these products to local businesses, and become frustrated with a poor response. This poor response is often ascribed to the lack of skills of the disabled workers they represent. Community work development offers a different approach to business. This approach is known as marketing.

Although people often equate marketing with selling, the two are actually quite different. Marketing is a comprehensive approach to analyzing and meeting the needs of a target group (Kotler, 1975). Marketing can also be defined as consumer satisfaction engineering: researching what the customer wants, producing it at a price the customer will pay, and getting the product to the customer at the right time and place (Spann, 1982). The following activities are part of the marketing function:

Consumer Analysis--determining the characteristics of a market: its needs and preferences, perceptions of the marketing organization and its method of making purchasing decisions.

Market Segmentation--dividing the market into relevant segments by variables such as age, location, etc.

Market Positioning--analyzing the competition (potential alternatives of the market) and the extent of both demand and supply.

Product Definition and Development--designing a product to fill a niche in the market structure.

Pricing--establishing prices that customers are willing to pay.

Distribution--insuring that products reach the customer at the right time and place.

Advertising and Promotion--the actual selling of the product to customers.

Although not an exhaustive inventory, the above list gives some idea of the comprehensiveness and range of marketing activity. It is important to note that "selling" to customers is only one aspect of marketing activity, and one that makes sense only as the final step in a long chain of activity. Marketing cannot be accomplished by backward chaining.

Marketing concepts, originally developed in the context of for-profit business, have been successfully translated into the not-for-

profit sector (Kotler, 1975). Such organizations as universities, hospitals, museums, churches, cities, and charitable foundations have all introduced marketing principles into their operation. Each of these organizations has a product to offer to consumers and a need to attend to the needs of their consumers. "Product" is used in its broadest sense referring to anything that has value to someone else. This includes both goods (valued tangible objects) and services (valued actions). Ideas and theories can also be products. (Re)habilitation agencies have an even greater need than other organizations to think in marketing terms for some of their important consumers are themselves often for-profit businesses. Even a cursory consumer analysis of these particular customers would indicate that they are best approached and dealt with on a businesslike level.

In the following sections are discussed the two most fundamental steps agencies can take in adopting a marketing perspective: development of a business approach to business, and defining and developing a product line to offer client companies.

1.3.1 Developing a Business Approach

(Re)habilitation agencies are businesses that have the same functions as any other businesses. Consider these various functions. There is the financial function of raising, budgeting, and managing of funds. There is a personnel function of hiring, training, supervising, evaluating, promoting, firing, and retiring personnel. There is a production function of input of materials and processing these materials. There is a purchasing function involving materials secured in an efficient and reliable manner. Finally, there is a marketing function concerned with consumers and their needs. Although their major products are human services, agencies must operate as efficiently as any other business to provide these services (Spann, 1982). Because their business is linking disabled workers with other businesses, they have an even greater need to see themselves as a subsystem of the larger economic system. The key to fulfilling their mission will be to help other businesses to meet their financial requirements and goals.

Yet, there can be a great deal of resistance within the (re)habilitation community to thinking and acting like a business. Several factors may combine to create this resistance.

(1) Use of the backwards selling approach creates a conflict situation in which the business world is viewed as the enemy instead of as a market. Companies are seen as unwilling to buy what the agency is trying to sell.

(2) Some human service professionals hold some negative stereotypes of the business world and business people. They prefer to see themselves as acting out of

purer motives than that of profit. The suggestion that they become just like business people runs counter to their professional self-concept.

3) Human service professionals may perceive themselves as lacking the aptitudes and skills to deal effectively in the world of business. They may feel more at home in a social occupation than in an enterprising occupation (Holland, 1985).

With regard to the first source of resistance, the selling approach with its focus on the needs of the seller rather than the buyer, has already been found to be unnecessarily narrow and passive. The second source of resistance arises out of myths and stereotypes about business. Human service personnel, already familiar with the negative effects of stereotyping disabled people and with some of the methods of overcoming these stereotypes, must apply the same kind of analysis to their other clients.

Business has long understood the need for investing in human resource development and in protecting that investment. Gavin, for example, (1982) argues that modern-day business organizations display a greater cognizance than ever before of their human resources and corporate social responsibility, and that this can be seen clearly in their sponsorship of employee assistance programs, stress seminars, and the like. He further argues that it is the human services which harbor deep misconceptions and have not been willing to update their thinking. Stern (1982) also believes that most companies are realizing that they must commit themselves to a more people-oriented work place. And Osipow (1982) has pointed out that industry spends more money on education and training of its work force than does the entire U.S. public primary and secondary educational system. This has not been an abandonment or watering-down of the profit motive, but the result of an understanding that organizations require people, and it is profitable to invest in people. One real difference between human services and other businesses is that in a conflict between an individual's needs and the needs of an organization, the organization always has priority in the business world. In human service businesses, because of their particular mission, the individual is considered primary. However, in the business world, while there are times when this is a real conflict, there are also many times when the interests of a worker and a company coincide.

The complementary stereotype, that human services act from the purest of humanitarian motives, can be challenged. Such motives as organizational convenience, maximizing funding, professional rivalry and protecting one's turf, to name only a few, pervade the human service system. A great deal of human service management serves as much to create compliance and control for the smooth operation of

the organization as it does to satisfy the needs of the organization's clients (Hasenfeld, 1983).

Even if various stereotypes and myths about business were true, the fact remains that (re)habilitation has no choice but to immerse itself as fully as possible in the world of business and industry, for that is where, by definition, community work is to be developed.

The third source of resistance arises from the belief that human services and businesses require such different skills and personal attributes that "the twain shall never meet." This belief is reinforced by the practice of sharply distinguishing between liberal arts majors and business majors in our colleges and is reflected throughout our society.

Agencies <u>are</u> businesses and a great deal of skill and expertise is going into the effective operation of these businesses. Many of the skills required in agencies and in businesses are very similar when they are operationalized. For example, there is a great deal of similarity between good selling techniques and good counseling techniques, such as requiring active listening skills. Another example, (See Section 1.4 below) client goal planning systems developed in the context of disabled worker clients are very similar to marketing plan techniques developed in the business world. As is the case with any stereotypes, the most significant factor is ignorance. A person may think in terms of a global business attitude in the same way that others are accused of thinking in terms of a stereotypical disabled person. Businesses differ from one another as much as disabled persons do. Increased exposure to the literature of business as well as face-to-face dealings with community businesses will dispel many of them.

Adopting a businesslike approach is mainly a matter of style, that is, adapting to a new set of customs and a new terminology. Whenever possible, community work developers should adopt the language and customs of the business community. Business terms are used in preference to human service terms, e.g. the terms "market" and "product" where applicable. One should also become familiar with common acronyms used by businesspeople, such as HRD (Human Resource Development), OD (Organizational Development) and ROI (Return on Investment). Membership in the American Society for Training and Development, with its periodical <u>Training and Development Journal</u>, is an excellent way to become familiar with the language and thinking of business in the human resource field. <u>Human Factors</u> is another excellent periodical, focusing more on work methods engineering.

Conversely, much (re)habilitation jargon is confusing and unnecessary in a business context. When one

employer questioned a community work developer about the particular method of dividing up a groundskeeping and gardening job between two workers, the community work developer explained that one had better "gross motor skills" and the other had better "fine motor skills." To the grounds supervisor this explanation was not only meaningless, but projected an unnecessary image of strangeness or specialness to the project. The supervisor wanted to discuss annuals vs. perennials; the scheduling of watering times for flower beds on the south side of buildings vs. those on the north side, etc. Naturally, other kinds of knowledge are important in providing vocational services, but there is a time and place to talk (re)habilitation, and a time and place to talk business. A term especially misleading to businesspeople is "counselor." Ridley and Hellervik (1982) advocate adoption of the title "consultant" or "behavioral consultant" instead of "counselor" as being more palatable to business.

A great many terms in (re)habilitation have a simple and straightforward translation into ordinary language. For example, "competitive employment" simply means a job. The following list of translations has been compiled by Callahan, et. al. (1981).

TRANSLATION OF COMMON TERMS

Human Services	Business
Competitive Employment	Work, the job
Rehabilitation	Job training, work
Counsel	Interview, meet with, talk with, negotiate
Client	Trainee, prospective employee
Staff, caseworker, trainer	Supervisor, boss, foreman instructor, management
IHP	Employee training program, job analysis
Behavior outburst	Strike, dispute, grievance, walkout
Remuneration	Pay, $, salary, wage
Service	Business, product line
Placement	Employment

Probation - employee will be given a chance, and another, and another	Probation - employee is given the opportunity to meet set criteria in a set time frame
Evaluation/Assessment - AAMD, Vineland, etc.	Employee appraisal
Intake	Interview, application
Agency, program	Company
Facility	Plant
Population to be served	Segment of labor force
Administration	Management
Down-time	Lay-off, machine breakdown
No translation available in Human Services	Raise, incentive, salary increase, bonus

A businesslike approach also includes dress, manner of presentation, and related factors. For example, business people expect a presentation of agency services to be brief, polished, and organized. A portfolio with photographs, cost savings charts, and letters of reference in a binder is commonly carried to a business appointment. An exchange of business cards is customary. Proposals should be made in writing and should specify measurable outcomes in business terms. Ordinarily, drop-in visits or cold calls are not considered as professional or serious as a telephone or letter introductory contact. Best of all is the letter or call of introduction from a third-party businessperson.

Particular businesses have peak days of the week or times of the day. To visit a restaurant manager at 12:30 p.m., for example, communicates a lack of understanding of the restaurant business. The manner of dress varies with different occupations, but a good rule of thumb is to err on the side of being a little overdressed rather than making the opposite error. Attention to these details can make a great deal of difference in effectively working with your fellow businesspeople.

1.3.2 Product Definition and Development

Effective marketing requires that an agency knows about what it has to offer. (Re)habilitation agencies have a wide variety of resources at their disposal. These resources can be thought of as assets if an agency views itself in a comprehensive manner, and these assets can then be

developed into products and marketed. The goal is to offer not just one product but a product line, that is, a variety of products associated with one another by an overall theme. Businesses of all kinds see an advantage in diversification. Banks have begun to offer comprehensive investment planning services; many gas stations have evolved into one-stop convenience stores. People tend to buy from the supplier with a variety of products or services to sell. However, a collage of unrelated services and products will not sell either. As a first step, an agency can brainstorm its assets, generating as many product ideas as possible. Following this, a process of narrowing down and interrelating assets under a common theme must occur, based upon an analysis of consumer demand and competition factors.

Asset Review. Assets are the raw material of marketing. A common phrase used in business is "you can't get anywhere by sitting on your assets." The more assets an agency can make available as products, the greater the chances it can satisfy the needs of consumers. Some of the major assets available to agencies are:

(1) Worker Labor. The agency has access to a pool of workers. The skills and abilities of these workers are one of its assets. Labor is by far the most expensive resource of any business, and most managers will tell you that their biggest headache is finding reliable, competent, affordable labor properly matched to the work required. Associated with this asset of available labor are a variety of flexible arrangements, such as on-the-job training, and contracted work stations in industry.

(2) Supervision and Instruction. Agencies are capable of supervising and instructing their client workers, and have a great deal of expertise in the supervisory and instructional processes. For example, agencies know how to deal with co-worker disputes and to motivate workers, or how to break a job assignment into teachable components.

(3) Production and Work Methods Expertise. Many agencies have a great deal of experience in setting up a work area efficiently, in quickly and inexpensively retooling for a new contract, and adapting individual work stations to maximize productivity. Regarding specific occupational areas, an agency might have many assets, such as, contacts with suppliers, equipment maintenance expertise, etc.

(4) Personnel Expertise. Agencies evaluate worker strengths and interests, match workers to jobs, counsel workers regarding career advancement opportunities, determine job qualifications and write job descriptions. In addition to these more clinical services, agencies also perform the routine personnel functions of advertising, hiring, evaluating, handling grievances, and a host of other

personnel department functions.

(5) Behavioral and Human Relations Expertise. Some agencies have staff knowledgeable about behavior change techniques and interpersonal and group process methods, including what is referred to in business as "Human Relations Training and Organizational Development."

(6) Knowledge of Community Services. Agency staff probably have some expertise in knowing what human services are available in the community to assist employees with particular needs and problems. Many companies have no idea where to turn when they discover a drug or alcohol problem or when an employee reports being abused by a spouse. At many agencies, this information is instantly available.

(7) Research, Program Evaluation, and Proposal Preparation. Some agency staff may know how to design a consumer satisfaction survey or develop operational objectives and measures related to a vaguely stated goal like "invest retirement funds ethically." They may also have some experience in preparing written proposals and other documents.

(8) Physical Plants and Capital. Some agencies may have thousands of square feet of production and storage space, equipment and other capital of various kinds that may be usable as assets.

(9) Financial Assets. Many agencies have multi-million dollar budgets and are larger than many of their business clients. This may include a certain amount of equity or credit and a solid cash-flow situation.

(10) Influence. Some agencies conduct a large volume of business with businesses in their community, even to the extent of being one of a company's largest customers. It is an elementary fact of economics that any organization in such a position is able to exercise influence with a company. In addition, agencies have access to a network of contacts through their human service activity. Through newsletters and meetings, they can potentially influence the activities and purchasing habits of hundreds of households. Finally, through publicity and community education campaigns, agencies can influence the general public's image of particular companies.

(11) Public Relations. Being a human service agency, and possibly one with a Community Education Office, or similar office, an agency can promote the image of other companies within the community, thereby becoming a part of their own marketing plan.

The above is simply an example of what might develop out of a brainstorming session at the average agency. Agencies differ widely in their relative strengths and assets. Newer, smaller agencies may feel unable to generate an impres-

sive asset list. In brainstorming, it is helpful to remember two principles:

(1) In a brainstorming session anything goes. No idea should be rejected outright. The goal is to generate as long a list as possible. No matter how outlandish an idea seems at first glance, understanding that some will not materialize into salable products in the product development phase.

(2) There is a tendency to believe that techniques and resources developed in relation to serving people with disabilities cannot be very valuable outside of a (re)habilitation context. This belief may have a stifling effect on brainstorming creativity. To counteract it, consider the Montessori Method. Originally, Maria Montessori developed her teaching methods and materials for use in the education of mentally retarded children. When these methods proved powerful and effective they were soon borrowed by educators of typical students and subsequently developed into a rather significant industry. There is no reason to suppose that the knowledge, techniques, and expertise developed in the field of (re)habilitation are not wanted and needed in the business world.

Product Definition. Every business must develop, out of its assets, some definition or unifying theme for its product line. It must decide, that is, what business it is in. In service-oriented businesses this theme can also be referred to as a Service Line Synopsis.

Marketing theory advocates the defining of one's products generically, rather than in terms of specific products. This has two advantages. First, individual products may come and go but not the underlying need that generated them. For example, people may stop going to movies and rent videocassettes instead, but there will always be an entertainment industry. Oil may one day be used up, and trains may fall into disuse as well, but the transportation business is likely to endure. Secondly, generic product definitions are focused on the human need behind the product, and all products in the final analysis must meet some human need. That is why the president of Revlon, in a now-famous remark, stated something like "We manufacture lipstick, but we sell hope."

What business are you in? The answer "(re)habilitation" will not suffice. Businesses feel no need to be rehabilitated. Many agencies define their product as providing applicants for job openings. The job opening approach has several disadvantages. First, it screens out many workers from community employment who cannot fill job openings in the traditional sense. Thus it violates one of the three basic principles with which we started. Second, it is a fairly narrow product rather than a broad product line with room for creativity and

expansion. Third, it is a specific rather than a generic or needs-oriented product definition. Finally, it lacks the attribute of distinctive competence. It does not define a niche which (re)habilitation agencies are uniquely qualified to fill better than anyone else. Other providers of applicants for job openings will be in business in any community and probably better able to fill job openings than your agency. You will find yourself back in the Purveyor of Defective Merchandise trap.

A variant of this approach is the agency which concentrates on one or a few occupational areas, such as computer programming. This approach allows an agency to target specific markets and to sell specific worker skills in these occupations.

Another approach, sometimes called the employer services, employer accounts, or systems selling approach (McMahon and Spencer, 1979), defines an agency's product in terms of personnel services. In this approach the agency offers to businesses a core product of job-ready workers, plus an array of related personnel services. These can include workers compensation assistance, affirmative action consultation, disability awareness training, and troubled employee assistance. By breaking out of the narrow one-product mold this approach represents a significant advance in product development. However, it continues the tradition of being stuck to the job opening mentality. A second criticism is that some of the services offered may be things that businesses should need, but may not really want.

A similar production definition, but one with a somewhat different emphasis, is "Disability Management." This approach emphasizes selling to business a comprehensive approach to disability that minimizes the costs of disability at the workplace. This approach provides a single solid umbrella concept from which a whole array of products can be developed. A program of disability management can include preventive measures such as safety awareness and consultation, fitness or wellness programs, early detection measures such as employee assistance programs and medical evaluations, and rehabilitation measures such as counseling, referral, job redesign, and outplacement. Disability management is a generic, needs-oriented product definition, and one for which (re)habilitation agencies have a distinctive competence. This approach is best utilized by agencies whose worker clients are physically disabled.

A product definition commonly used without being consciously articulated as a marketing strategy is "Dependability." Many agencies are mainly offering to businesses dependable, reliable, and conscientious performance for some job or aspect of a company's operation. When an agency proposes to keep a dish-washing position filled at a restaurant, for example, the

main product being sold is dependability. With this product definition the target markets are companies where the most important need is for work to be performed on time, every time, as specified. The marketing strategy is to project an image of dependability and service. This approach has the potential to go beyond the job opening mentality, since dependable performance of an operation can be accomplished in a number of ways: for example, by one worker; by a series of single workers; by two workers sharing the job schedule; by two workers sharing the job duties; by workers employed by the agency under a Work Stations in Industry contract (Hagner and Como, 1982), etc. It is also a good example of a needs-based product definition, and one in which the agency has a good chance of developing a distinctive competence. One disadvantage is that it makes available to workers society's less desirable and less remunerative work.

All of these product definitions have some advantages and some disadvantages and they are only a few of the countless variations on themes that agencies can develop. For example, a mental health agency can develop a marketing plan around the theme of stress reduction and counseling services for business. Another agency can market "Complete Personnel Services," offering to staff whole companies under a lease arrangement so that the company owner may be the sole company employee (Bacas, 1984). A third agency can specialize in "Job Design," offering to go through a company and assess its job descriptions, job qualifications, job layouts and work methods. Just as no two businesses have exactly the same product definition, and just as different agencies specialize in different worker services, so too any number of product definitions and product lines can be developed out of an agency's assets.

Agencies approaching business from a marketing perspective will be continually developing and evolving their product definition and product line in response to consumer feedback. Section 3 is a catalog of products and services that can potentially be offered to business clients by an agency. The other marketing activities, such as targeting business and approaching business to sell agency services will become a natural extension of the product development process.

1.4 Providing Company Services

One of the most important benefits of a two-client model for vocational services is its hybrid vigor, that is, the fact that it can combine the best concepts and practices from both the field of (re)habilitation programming and the world of business and marketing. Such marketing concepts as consumer feedback and demand, for example, hold a great deal of promise when applied to the provision of services to disabled worker clients. In this section, an approach developed within the field of behavioral programming and commonly used in (re)habilitation will be applied to the process of serving businesses clients. The process of providing comprehensive services to a client company will be analyzed into a four-phase sequence: Assessment; Goal-setting; Intervention or Program Implementation; and Monitoring.

1.4.1 Assessment

The process of gathering information about businesses and assessing their needs often begins before the initial contact, so that businesses can be targeted which have a potential demand for agency services. Some of the best sources of information are:

Trade Publications
Manufacturer's Indexes
Chamber of Commerce Directories
Survey Questionnaires
Exploratory interviews with selected businesspeople
Contacts referred by other contacts
Agency Business Advisory Boards

From the moment of initial contact with a business, whether in person, by mail, or by phone, the focus of the relationship is on the needs of the company and on what the agency can offer to meet those needs. The community work developer's job at this point is to find out as much as possible about the business without a preconceived notion of what solutions will be appropriate. Methods of information-gathering can include: (1) Structured Interviews, in which the company contact person(s) is (are) asked a list of probing questions designed to elicit information bearing on potential areas of demand for services; (2) Unstructured Interviews, in which the company contact persons(s) is (are) encouraged to talk more informally about the company and its needs; (3) Worksite Tours, to survey a plant or business and look at the job layout, environment, and possible job areas; (4) Participant Observation, where an agency staff member spends one or more days observing or working in an area or department; (5) Examination of Documents and other written material, such as organizational charts, position descriptions, annual reports, and policy statements; and (6) Questionnaires, Checklists, and Rating Scales to measure organizational climate and related properties.

Usually a combination of methods is used that reflects the service focus of the agency. Pages 22 and 23 provide a sample form for use in completing a company assessment. Each agency has its own areas of expertise and will be looking for different kinds of information, and will therefore need to modify the form as appropriate. Usually information must be gathered from more than one person and through a series of contacts over a period of time.

COMPANY ASSESSMENT

Company _____ Type of Business _____

Address _____ Phone _____

_____

Contact Persons:

Name	Title	Department	Phone Ext
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Number of Employees _____

High Turnover Positions

_____ _____

_____ _____

Average time to replace an employee _____

Overtime costs per month _____

Temporary service costs per month _____

Physical accessibility of building _____

Efficiency of workplace layout _____

_____

Accuracy of receiving inspection and quality control _____

_____

_____

Salvageable or reworkable material discarded _____

_____

Cleanliness of plant, equipment, offices, etc. _____

_____

Personnel recruitment methods and policies _____

_____

Affirmative Action Plan _____

_____

Position Descriptions (clear, thorough, jobs well defined) _____

_____

_____

Position Qualifications (realistic, clear) _____

_____

_____

Performance Evaluation System (regular basis, objective criteria, opportunity for feedback) _____

_____

_____

Most Frequent Job Performance Problems _____

_____

_____

Effectiveness of Organizational Communication _____

_____

_____

Company Climate and Morale _____

_____

_____

Previous Experience with Human Resource Service(s) _____

_____

Recommendations:

Potential Job(s) or Work Area(s) _____

_____

Other Services _____

As far as possible, the assessment process should collect and record information in measurable form. This provides a baseline for setting goals and measuring progress. For example, as a result of an analysis of the tasks performed in a travel agency, it might be established that six employees spend six hours per week on such routine tasks as photocopying, stapling, rubber stamping, envelope stuffing, and making coffee, and that the labor cost for these hours is approximately $45.00 per week. Through an informal interview process, a list of tasks is drawn up that the employees feel they would be freed up to perform if they don't have the routine tasks to do. The agency then has the information needed to make a concrete business proposal to the company.

As in the case with worker clients, sometimes the presenting symptom upon careful analysis is not the real problem. For example, excessive turnover in jobs can be due to hiring overqualified workers, arbitrary management practices, an inefficient or unclear job design, or any number of other causes. Agency staff will meet with the company to discuss the assessment results and plan appropriate interventions.

1.4.2 Goal Setting

Based on the assessment information gathered, the agency will be in a position to match company needs to its available resources and decide what services to propose. The goal must fill a need from the point of view of the company. Except on rare occasions, company goals will be in dollars-and-cents terms, either to reduce costs or to increase production (quantity or quality) or sales, but the details in a particular case will be different. At the travel agency, the goal could be to (1) reduce the labor cost of routine office tasks by 10%, and (2) to free up current employees for more skilled work 6 hours per week.

The goals will be custom designed to meet the company's needs, but will always be drawn from the product line available to the agency. When a great deal of effort has been put into developing a relationship with a company, the tendency may be to try to do too much to serve its needs. There are two constraints on the establishment of company goals. First, the agency can only attempt to do what it can reasonably expect to accomplish. By being realistic about its assets, the agency will be aware of its distinctive competence, as well as which services it cannot offer. Second, as a broker, the agency has the difficult task of matching two sets of goals, those of its worker clients and those of its company clients, and each must be taken seriously. If in this example the worker clients of the agency are interested more in outdoor work or are not appropriate for a quiet office environment, then the agency at that time has no product to offer either the travel agency or the

workers. A responsible broker cannot overemphasize the needs of one party at the expense of the other. In the two-client or broker model, job development is embedded in the process of providing company services.

Sometimes a company client is not immediately aware or convinced that it really needs a particular service. This phenomenon is known as latent demand in marketing. For example, an agency may realize that one of its worker clients will not be able to keep up with the lunch dishes at a restaurant, but that two workers could split the job. The company, on the other hand, may have never heard of this kind of arrangement and be skeptical. The agency can show the restaurant manager that (1) because two people are working, the same worker who handles dirty dishes never has to touch the clean dishes, resulting in a cleaner operation, (2) the less hectic pace results in less breakage of dishes (reduced cost), and (3) a more thorough cleaning around the dish machine area can be accomplished in the same amount of time with two workers (productivity increase and potential cost savings if there is a potential health inspection issue). These considerations may turn the latent demand into an effective demand for the agency's product.

1.4.3 Intervention

In this phase of service, which could also be called the implementation or treatment phase, a strategy or method of reaching the goal is agreed upon and carried out. The strategy will be the actual service(s) provided by the agency to a company. The services can be given timelines or completion dates. Responsibilities of the company to the agency can be spelled out as well, such as:

Notification of job openings as they arise,

Assigning a co-worker as mentor or buddy for job orientation or training,

Modification in job requirements or equipment modifications,

Payment for contract labor services under a Work Stations in Industry agreement,

A service fee, if appropriate, for other agency services, or a voucher system whereby services are exchanged for jobs (Salmone and Rubin, 1979).

The program plan for the service could be submitted to the company in writing, either as a letter proposing some possibilities, a somewhat more formal service proposal, or in a formal contract or bid. Agreements that are not very complex, especially those with smaller companies, may be verbal agreements only. The initial proposal may be accepted entirely, or be the starting point for further negotiations. At some point, agreement is reached as to

what services will be provided.

1.4.4 Monitoring

During the monitoring or follow-along phase, the results of agency activities are continually evaluated and discussed between the agency and the company. If the goals have been stated in measurable terms, the process of periodic measurement becomes relatively easy. For example, number of work-days lost due to injury can measure the effectiveness of a safety awareness training program; while the number of defective incoming parts sent to the manufacturing floor can measure the success of a receiving inspection system.

One useful tool is the periodic staffing or review meeting. This provides an opportunity for all parties to review their progress to date and discuss any problems. Many times a smooth-running program, such as an absence of turnover problems in the dishroom, will not receive adequate positive recognition, precisely because the problem is gone. The periodic review meeting gives the agency an opportunity to compare the present status with the baseline measurement taken during the assessment phase. The outcome of the meeting could be to either continue the plan as is, modify a goal that was either too ambitious or could not be implemented, or to agree that a goal had been met and needs no further attention. Another important purpose of the meeting is to plan new goals and services, as the relationship deepens and the company comes to rely on the agency to solve more of its problems.

1.5 Job Creation

Placement specialists often define their work as helping match disabled workers to available job openings. Work adjustment and other (re)habilitation personnel often define their work as preparing disabled workers to meet the requirements of community jobs, or to become ready for employment. As a consequence of defining their work in this way, these practitioners spend a great deal of effort in attempting to define and set criteria for this elusive property of job readiness or employability. Extensive effort is also spent in attempting to devise techniques, programs, and facilities to develop all the skills and behaviors needed for people to be employable. Inevitably this too often leads to the screening out and rejecting those who are not ready or those whom the practitioners cannot figure out how to get ready.

Some programs go beyond a strictly person-change perspective. These programs become concerned with consulting employers concerning job accommodations, including modifying work areas, tools, or fixtures, modifying methods of completing a task, and altering work schedules and other arrangements.

Training and consultation with supervisors and co-workers regarding disability awareness and similar matters can also be construed as a form of modification, but a modification of the attitudes and knowledge of persons in the environment rather than of external job characteristics. However community work developers must take an even further step, beyond both person-change strategies and job modification strategies, to strategies of job creation.

1.5.1 Job Positions as Variables

Job placement and work adjustment strategies start with a pre-defined job position or opening made available by a company, which applicants must either succeed or fail in filling. These job positions and their accompanying qualifications and task descriptions are based on the company's preconceptions and previous experience concerning the characteristics of workers in the labor market and are suited for a mythical being called the "normal" worker. This assumption of a "normal" worker already stacks the deck against many workers with disabilities. It is part of the reason why these workers are not employed and come to be clients of vocational service agencies to begin with. The position descriptions themselves are, therefore, barriers to many workers, just as a flight of stairs is a barrier to a person using a wheelchair.

When job positions are taken as constants, successful community employment becomes a variable, available only to those workers skilled enough to fill the job opening. community work developers turn this state of affairs around and look upon successful community employment as the constant, with position descriptions as the variables. They see their work as that of working with businesses to create individualized employment arrangements that capitalize on each worker's assets and interests and on each company's labor needs. For the community work developer this becomes job creation.

Job creation starts with the premise that it is a fallacy to assume that businesses are firmly attached to the practice of meeting their labor needs by pre-defining and then advertising for and filling job positions. Businesses do this essentially by default because they have not been shown a better way, are too busy to think over and redesign positions, and most importantly, because their main expertise is seldom in the area of human resource management. The main concern of a company is usually that the right kind and amount of labor is available to produce the product or service being sold. The rest, as they say, are details and these details are modifiable and negotiable. In fact, the way jobs are defined and structured within a given company is constantly changing and unsettled and only appears stable because people seldom make detailed, systematic, and repeated observations.

This is due to a number of factors:

(1) Some changes are due to person differences and changes in the work force. A new waitress at a restaurant may be able to handle an extra table, so the other waitress can bring out stock for part of the shift.

(2) Other changes are due to changes in business. As the restaurant builds a reputation, the waitresses are now too busy and a part-time stock position is added. But there is not really enough work for a whole position, so the stock person also folds napkins, which the waitresses are now too busy to do.

(3) Personal characteristics and interests also play an important role. After a year, the stock person is assisting with purchasing and inventory control. People tend to carve out a niche for themselves that matches their particular interests. You might be able to see evidence of this in your own agency or job. One counselor might assume some staff development responsibilities, another do some grant writing, and a third coordinates after-work recreational services. Each is constantly jockeying and advocating for small changes, additions, and/or deletions from his or her standard job.

(4) In any organization at any point in time, there are some residual tasks that do not neatly fit anyone's job and are either tacked on somewhere, are a source of confusion and conflict among two or more people, or are simply left to slide. The manager might have to sort through the mail while a skilled machinist might have to take time out to deburr castings or sweep up. Once a month or so somebody mentions that the periodicals and old files still need to be sorted through and put in order, but nobody quite gets around to it.

Community work developers utilize these processes and anomalies to create, rather than simply fill, jobs. Restructuring a given workload into a different set of job positions is the most common method of job creation. In the travel agency example in Section 1.4.1 above, a new position might be created to handle the photocopying, stapling, rubber stamping, envelope stuffing, and coffee making tasks. A second method is to create jobs out of those residual and marginal tasks not currently being attended to. Often times when files are not kept as neatly as they should be, inspections are not performed as frequently as they should be, or cleaning is not done as often or as thoroughly as it should be, it is because these tasks are not normally cost effective at high labor rates. Cost-reduction incentives such as tax credits and on-the-job-training funds can bring the cost of these jobs within reach. In one case a job was created to double-check envelopes after payment checks had been removed, by passing them over a light box. Enough checks were discovered through this

process that would otherwise have been thrown away to save the company several thousand dollars per year.

The third general method of creating jobs is to create new products or new markets for a company; in effect, creating a bigger "pie" to distribute. Developing a market for scrap products is an example of this method. Ordinarily, this third job creation method demands a deep and ongoing partnership between an agency and a company.

1.5.2 Job Creation as Problem-Solving

There are three distinct dimensions along which the level of involvement between an agency and a company can be measured. These dimensions can be depicted as in Figure A. The first is the frequency dimension, or how often services are provided. On the simplest level, a one-shot service is provided which meets one particular need of the company and the relationship terminates. At a more involved level, the agency serves the company repeatedly over a period of time. This builds an account relationship with the company. Normally, one agency staff member becomes the account representative, or primary contact person for the company, and information is channeled through that one person.

The second dimension is the range, or how many different services are provided. If only one service is provided, it would undoubtedly be the placement of a worker or worker(s) at the company, since that one service is the heart of its mission. However, a service line consisting of a number of related services unified by a common theme or product definition adds to the level of involvement with the company.

The third dimension is the depth, or how far inside the decision-making process of the company an agency is able to reach. At the simplest level, the agency simply satisfies a need that the company feels it has at the time of the sale, such as a job placement. At a more involved level, the company comes to rely upon and call upon the agency to help define its needs. A computer company originally approached about software for payroll management may interest an agency in the possibilities of adding a modem. A door-to-door cosmetic company representative often starts out selling a few simple items, but gradually becomes a cosmetic consultant, assisting in the identification of new products for the customer. In the same way, an agency can gradually point out more and more ways that it can be of service to a company, developing a deeper dimension to the partnership.

It is at this level of involvement with a company (pictured in Figure A as the smaller box within the larger box at the highest frequency, range, and depth of involvement) that job creation takes place. Job creators start with the needs behind the company's job definitions and

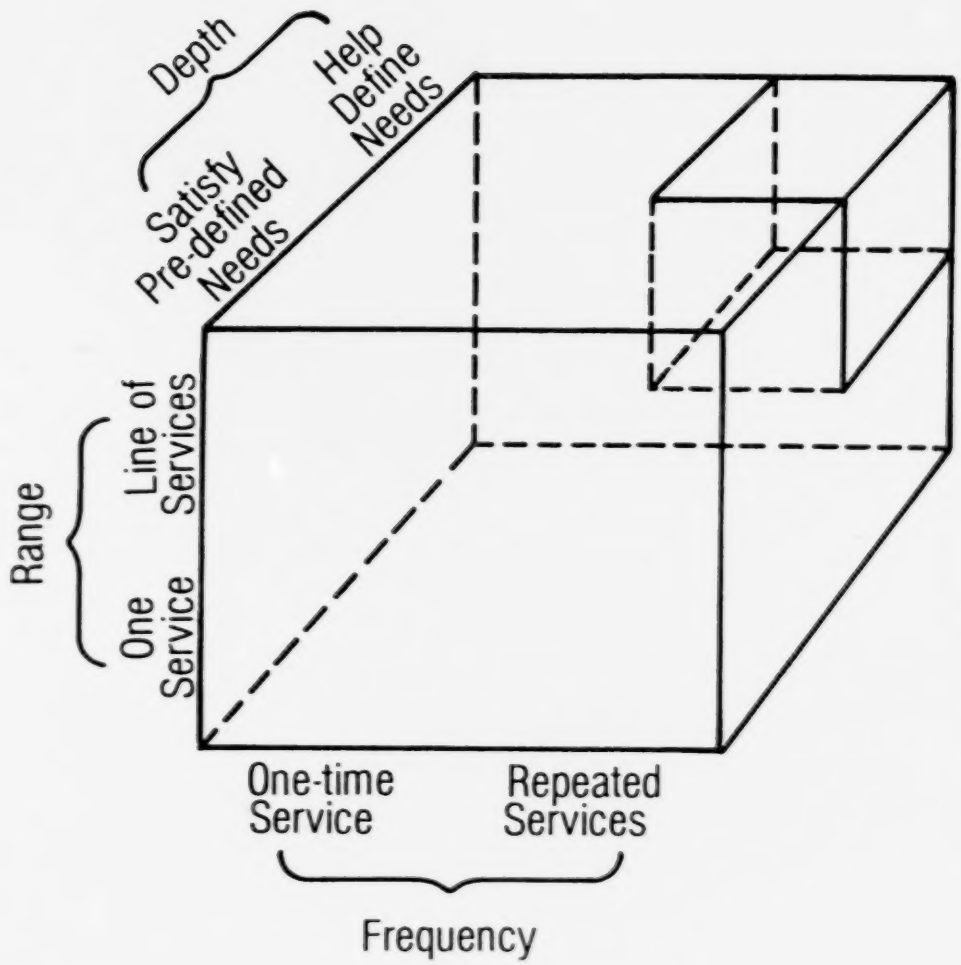

FIGURE A: LEVELS OF INVOLVEMENT WITH A COMPANY

consult on how to meet these needs. They become involved with companies over time on as deep a level as possible in order to become familiar with the organizational structure and to be able to spot areas of need that match the needs of their worker clients, and to be looked upon as a problem solver by the company.

A set of job positions is seen as only one way to solve the problem of applying labor to raw material to produce a salable product or service. Jackson (1978) defines a job as "an opportunity to solve a problem," and not a list of tasks or duties. Company managers are far more interested in having their labor problems solved than they are in sticking to one rigid job structure to do it. If their highest priority were not what is called the bottom line, that is, quality production, growth, and profitability, they would not be company managers for long. The agency's goal should be to reach a level where it is assisting the company to sort out its needs and plan for its future.

Job creation on behalf of disabled workers is nothing more than an extension of the process advocated for job-finding in general. One contemporary manual on finding employment (Jackson, 1978) refers to a Universal Hiring Rule that states:

> Any employer will hire any applicant so long as he or she is convinced that it will bring more value than it costs.

This Universal Hiring Rule can be used by community work developers to broker the process of finding a unique combination of tasks and responsibilities that both fill a valuable labor need for a company and satisfy the employment needs of disabled workers. This rule also suggests a revised concept of "Employability" or "Job Readiness": Employability is the ability to perform some task(s) or behaviors that add a net value to some company's product. The net value is the value remaining after the costs of the worker are subtracted, such as (1) wages or direct labor costs; (2) benefits or indirect labor costs; (3) the impact of any negative or deviant behaviors at the company; and (4) the perceived cost of taking a risk with a worker perceived as different, and changing one's attitudes or threshold of tolerance for personal differences. It may be that when the benefits are maximized through systematic community instruction and skill development of workers and provision of an associated line of services by agencies, and when the costs are minimized through decreasing those interfering behaviors that are modifiable and increasing the level of familiarity with and acceptance of disabled workers in the community, very few workers are not employable.

The most important strategy in reaching the above level of job creation with a company is to become involved over time. Initially, the services discussed may be the more

traditional and familiar ones, such as filling job openings. Through an ongoing series of contacts, at both the level of direct service staff (job coaches, instructors, or supervisors) to company workers, and at the level of agency program managers to company managers, through building rapport and a history of quality service, and through systematic observation and assessment of company needs and changing circumstances, job creation possibilities will arise.

The second strategy is to initially approach businesses, not to ask if they have any jobs, but to present a line of services as part of a comprehensive marketing plan. For example, a community work developer can request permission to spend a few days working and observing at a company. The participant observation technique sets the stage for a different kind of partnership than the filling of job openings.

From the point of view of job creation, it is useful to segment the market into smaller less bureaucratic companies versus larger bureaucratic firms, and approach each segment differently. The larger firms, which also include unionized companies and government agencies, are less flexible in their ability to respond to job creation proposals. A great deal more effort is required to reach those in a position to make the necessary decisions, and the number of people involved in the decision and final implementation may be quite large. The city council may have to pass a special bill, for example, or the company and union may have to amend a collective bargaining agreement. These have all been accomplished by agencies and are worth the effort, but the marketing strategy is different than in the case of a smaller business where the manager or owner has the power to make organizational changes.

1.6 Organizational Implications for Agencies

Agencies familiar with a different model of service will find that the transition to a marketing model of community work development carries with it a number of implications for the structure and functioning of their organizations. This section will discuss the two most significant changes likely to be encountered: those related to developing a marketing approach and those related to developing a community-based approach.

1.6.1 Implications for a Marketing Approach

We have sometimes referred to the position of community work developer and sometimes to the agency as a whole as if it were a single actor. This second usage is more accurate because this model of services cannot be carried out by one or two members of an agency, or by a Community Work Development Department alone, or by any other subset of an agency.

Only the entire agency, from the top down, can make the commitment necessary to adopt a marketing model. This commitment must include the agency administration and Board of Directors as well as staff at every level. As Kotler (1975) emphasizes, marketing must be an integrated response of all aspects of an organization to the needs of its customers. Implementation of a marketing concept requires preplanning, top management sponsorship, and staff training. Only the agency acting as a whole can marshall all of its assets and make the necessary investment.

From assets to products. No one staff person has the capability to bring all of the agency's financial, technical, professional, and other assets together, develop them into a product line, and place them at the disposal of client companies. In order to accomplish this, individual staff members and departments will have to define their work in a new way, and possibly unlearn some old habits. For example, the agency vocational evaluator may be called upon to redesign a company's performance evaluation system. Strong leadership may be needed to overcome vested interests and the tendency to protect one's turf. To the extent that this doesn't happen, the agency will be caught "sitting on its assets" and be less than maximally effective in serving its customers.

Investment and risks. It is likely that a marketing approach will require some up front commitment from the agency in terms of risk taking and investing. Most of this will be in staff time, such as the time involved in developing a marketing plan or in performing company assessments. It could also involve a reallocation of resources away from traditional facility-based services and the associated costs in terms of organizational stress. Without firm leadership and sufficient investment, a true marketing approach will not be realized.

One note of caution is in order. Not-for-profit agencies which charge a fee for services to companies and are in competition with for-profit providers of those services need to examine the mission statement under which their tax exempt status has been granted. Legal advice may be necessary. As long as the sole purpose of such services and arrangements is to better accomplish the (re)habilitation of disabled persons, agencies should encounter no problem.

1.6.2 Implications for Community Programming

Another set of changes will relate directly to the commitment to community employment and the consequent scattering of vocational services in a community-based agency. Relationships between staff members and the organization, and staff members and worker clients, may be significantly altered.

Different schedules and locations. Worker clients and direct service staff will

work at numerous different locations, and probably at different hours and on different ways, in a community vocational program. A number of logistical problems related to the administration and supervision of programs will arise. The cost of staff training, monitoring, and overall administration may increase. Agency position descriptions or employment contracts may require revision. Staff may become less specialized, since out in the field the same individual may need to function as job developer, vocational instructor, and production engineer in the same day. Ideally, every staff member will have frequent and regular contact with community businesses. This creates a need for special measures to be taken to maintain a feeling of unity and identification with the agency.

Individualized arrangements. The agency's relationship with its worker clients, their residences, and other community services is likely to become more complex. Instead of workers being brought into a facility for a certain number of hours each day, a great many individualized arrangements may be developed, as is the case with workers in general. Some workers may have part-time or seasonal jobs and require supplemental scheduled activities. Families and residential service providers may need to be sold on the idea of a varied work schedule.

Individual differences can be accommodated to a much greater extent in a community-based program. For example, a work site can be developed specifically for a worker interested in working near water, or who wants to wear a uniform and carry keys, or who enjoys working alone.

In order to maximize the social interaction potential of community sites, agency staff may work less in a direct supervisory capacity and more as advocates and consultants, facilitating the establishment of working relationships between disabled workers and co-workers, supervisors, and other company personnel. They will be assessing the key people in a position to help or hinder the social integration process, and encouraging the formation of social bonds when appropriate.

The change that will result from an agency committing itself to community work development is likely to be stressful to an organization. Change agents will encounter resistance of various kinds and degrees. Some resistance will be economic. The incentive to maintain and keep filled a sheltered workshop or the necessity to reallocate fiscal resources in order to invest in community work development are economic resistances that can be encountered. Other sources of resistance will be regulatory or political, such as both Vocational Rehabilitation and Department of Labor regulations that discourage any options other

than segregated sheltered employment or non-supported competitive employment.

By far the greatest source of resistance will be ideological. There will be professional resistance, based on the arguments discussed in Section 1.2.2, to providing comprehensive business services on a marketing model. Professionals, funding sources, and even workers and their families are ambivalent about community integration and may not agree with the three basic principles we have used as our foundation. Overcoming these obstacles will be a long and difficult process. But it is the responsibility of (re)habilitation to make the changes needed to insure that disabled workers participate as fully as possible in the economic and vocational life of our communities.

II. COMPANY CASE STUDIES

This section consists of four case studies of agency/company relationships that illustrate the marketing model of community work development. Each case study represents an agency involvement with a company that goes beyond the filling of job openings. Each study includes job creation and other multiple services that developed into a long-term partnership. Each example also conforms to the requirements that the focus is on remunerative work, that community settings are used exclusively, and that it is applicable to severely disabled workers.

The examples are written in a narrative case study format to emphasize the client relationship that exists between the company and the agency. All of the material is taken from actual community work development experience, including both the direct experience of the authors and interviews with other agency and company personnel. Actual names have been changed and some of the details have been altered for pedagogical purposes.

2.1 Computronics

The manufacture of small electric motors for such items as computer disc-drives involves a number of routine operations at various points in production. For example, once the housings are cast, the castings must be deburred. After the motors are wound, insulating paper strips have to be inserted in several places. It would be too time consuming and costly to ship these parts off the premises to a subcontractor, yet these jobs are perceived as nuisances by the skilled machinists and others who must interrupt production to perform these routine tasks. The company, Computronics, also feels that it is costly to pay skilled workers to perform these routine functions.

After analyzing the company's needs and touring the plant, the staff of a local rehabilitation agency serving workers with moderate to severe mental retardation proposed to Computronics that a small subcontract operation be set up in the center of the plant, which at that time was used mostly for storage of partial assemblies during delays in production. In this area, the agency would set up a subcontract operation with about 5 workers and a supervisor. These workers, operating under the agency's work activity center license, would carry out various routine tasks at various points in the manufacturing process.

Although somewhat concerned about how the disabled workers would act and how they would be received by the other employees, the company managers accepted the proposal. Separate prices based on time studies and agency bidding procedures, were established for each of six operations, including

deburring and inserting insulating paper. An enclosed cubicle set up with portable wall sections became the work area. The direct supervisor for the area, provided by the agency, began attending morning production meetings and the crew's activities became a part of the regular production planning process. The workers were paid on a piece-rate basis for work completed, and the agency then began invoicing the company for each order completed. As expected, the company workers were freed up for more highly-trained work which was more cost-effective for the company.

From this beginning, over four years ago, the relationship between the agency and Computronics has deepened and flourished. The agency workers adopted the regular plant work schedule of 7:30 a.m. to 4:00 p.m., ate lunch and socialized with the other plant workers, and gradually became an integral part of the company. The first significant change occurred when several of the portable cubicle sections were removed for more convenient access. This was an indication that the work crew was being accepted and the company felt no need for a physical separation. The enclosure has opened up even further over the years, so that now only a yellow line marking the aisle distinguishes this work area from the rest of the plant.

Because of their availability and knowledge of the company, the work crew gradually identified and bid on additional work that would help the company. Currently they perform over 40 different jobs. A few of the tasks handled by the work crew are:

Terminal soldering
Coating motor shafts with rust-retardant
Cutting and stripping lead wires
Lacing stators
Cutting tubing
Drilling and countersinking holes in housing
Color-coding thermal protectors

The agency supervisor works with the company management to prioritize the work available and identify new work to bid on. Occasionally a new job will come in and go out so fast that there is no time to establish a norm and bid, and in these cases the workers are paid hourly. If a large rush job comes up, the agency can expand its crew temporarily. At one time, as many as nine workers participated in the crew. Conversely, during slow times, when the company lays off workers, the agency decreases its crew proportionately. This close working relationship, as well as the fact that the company feels free to mention any problems and the agency responds instantly and resolves them, has led to an expansion and deepening of the services provided by the agency.

Besides the direct labor cost-savings to Computronics, the company feels that it has benefitted in a number of other ways under the new arrangement. The work

quality of the regular employees has increased. More care is taken in inspecting and working on each part. Previously, a worker would at times run quickly through a job and let defective parts, such as a pitted housing slip through. These defects are now brought to the attention of the supervisor. The company has also hired several excellent workers from the crew as company production employees. In fact, one of the stipulations in the agreement is that the company gets the first option to hire a worker whom the agency feels is ready for a competitive job. When the president of Computronics counted the employees that had been placed from the agency over the years, he was surprised that the number came to eight. "It doesn't feel like that many," he once commented. The reason for this is that over time each worker had been assimilated into the company and was no longer thought of as a "former client" but simply as a good employee. The president credits those workers hired from the agency with a lower absentee rate. Of workers who have not come through the agency the president has been quoted as saying, "if you give them ten sick days, you can guarantee they'll be out ten days."

All together, there are five different employment options for agency workers at Computronics: (1) Piece-work production on the central work crew; (2) Subcontract worker on a job outside of the regular work area, when for some reason the work is not brought into the central area; (3) Hourly worker on a try-out prior to being hired by the company in a production capacity, (try-out wages are not billed to the company); (4) Production worker hired and supervised by the company at above minimum wage; and (5) Janitorial maintenance worker hired by the company from the agency's janitorial training program.

A number of close working and social relationships have developed between disabled and nondisabled workers, such as meeting for lunch in the cafeteria or going out after work. The agency workers are always invited to the company Christmas party and summer picnic, and are thought of as a part of the company.

At the present time, the agency/company partnership seems about as permanent as one can imagine. When two workers were having a great deal of difficulty with transportation arrangements to work at 7:30 a.m., the agency assisted them in finding an apartment together within walking distance of the plant. The company president is a member of the agency Board of Directors. Most importantly, future company plans are now made with the capabilities of the agency in mind. For example, Computronics now accepts work with more labor-intensive components, such as for small order specialty motors that must be It can do so because of access to a cost-efficient labor supply that enables it to complete orders on time and outbid the competition. With its operation so

interlinked with and dependent on the agency workers, the company president does not hesitate for a moment to say "They're my right arm. I couldn't do without them."

2.2 Gene's Bakery

A community work developer learned that Gene's Bakery was interested in hiring a person part time for cleaning. A health inspector had paid Gene's shop a visit two days earlier and found some violations. For example, the flour that builds up around the machinery and baseboards was not being thoroughly cleaned up each day. Although cleaning was one of the responsibilities of the bakers, on a busy day, which was frequent, they couldn't find either the time or the energy to do a thorough cleaning job after a long shift. The company felt that the solution would be to hire an extra worker four hours per day at minimum wage. During initial discussions with the company, it was also learned that the company contracted with a professional cleaning firm approximately every 6 months to thoroughly clean the premises and steam-clean the equipment and that the company had a difficult time keeping a dishwashing position filled.

Agency staff began working at the company, one in the dishwashing position and one in the cleaning position in order to analyze the jobs, determine the best methods of accomplishing the tasks, and develop needed adaptations. The company was impressed that this level of attention and professionalism was brought to the operation. The agency determined that one of its workers was suited to filling the dishwashing position, and that it was confident it could guarantee to keep the position filled for the company. The dishwasher was hired at minimum wage. It appeared that no one agency worker could accomplish all the required cleaning in four hours, and that adding extra hours was also impractical because transportation back home after dark was a problem. But two workers, splitting the tasks between them, could do the job easily. So the agency proposed to Gene's that two workers be hired, each at half the minimum wage with a Special Minimum Wage certificate available from the Department of Labor. Targeted Jobs Tax Credits were made available for all three workers. All of the paperwork was taken care of by the agency.

An instructor who was also familiar with food service establishment cleaning methods and standards accompanied the workers to teach them their jobs. When one of the two cleaners expressed dissatisfaction with the work after the first week, the agency selected another worker, and again completed the Special Certificate and Tax Credit paperwork for the company. This worker was able to learn the job and enjoyed the work, and the first worker was

subsequently placed at another company.

Because the agency was familiar with health standards and cleaning methods, it was able to assist the company in a number of ways. It recommended purchasing some cleaning supplies which cut costs and did a better job, such as ordinary white vinegar for polishing stainless steel. A smaller and lighter mop bucket was recommended and purchased by the company. This cut 18 minutes per day off the time required to make 6 trips to empty and refill the old cumbersome bucket. A longer hose was added to the cleaning solvent drum. This enabled adding solvent to the bucket without lifting it up and without the worker risking getting solvent on his skin or clothing. The agency determined the most efficient weekly cleaning schedule and pattern, and also task methods best suited to the bakery. Flour around the baseboards was vacuumed up rather than swept. The floor was left wetter than normal after the first mopping. This allowed water to soak through the flour for easy removal with the second mopping. During training on the pot washing machine, the instructor realized that placement of the on/off buttons on the right or rinse side of the machine rather than the left or load side required extra steps every time the operator turned the machine on or off. The bakery maintenance employee relocated the buttons on the opposite side of the machine, and also installed a guard plate over the machine drive chain.

Since the inception of the program at Gene's bakery, all health standards have been met and inspection results have been excellent. Moreover, because all areas and equipment are now cleaned following a set schedule, there has been no need to pay the steam cleaning contractor that used to be called in every six months.

After six weeks of training the two bakery cleaners, the agency's goal was to fade out its instructor while continuing to insure that they received adequate support and supervision. However, the agency felt that more than an occasional follow-up visit and supervisory spot-checks was needed to maintain productivity of the workers and to handle out-of-the-ordinary situations. The baking supervisor, who stayed late and locked up the bakery, had developed a good working relationship with the workers. He agreed to provide continuing support services that were supplemented by visits from agency staff. Whereas extra supervision of the two severely disabled cleaners required, on an average day, approximately one hour, the agency agreed to reimburse the bakery for the additional hour of supervisory time. This was done in the form of a monthly training stipend. The funds from this stipend were drawn from the agency's vocational rehabilitation case service fees. For a few months following the rehabilitation case closures of the two workers, the agency continued to subsidize the

stipend as a general operating expense. Eventually the bakery felt that the workers had reached a level of independence where the only supervision required was that given to any employee. At this point the stipend was discontinued.

During vacation periods, and sometimes to supplement the work of the employees, the agency utilizes the cleaning and dishwashing positions as try-out sites for other workers, at no cost to the bakery. This insures that the bakery does not have to worry about vacation coverage of the job duties, and that additional labor is available and able to assume the job positions if one of the present workers decides to move on. The jobs have not turned over since the second week, however, and the other back-up workers are using their experience to obtain cleaning and food service work with other companies.

After the program had been in operation for almost a year, one additional position was created. At a slow point one day the instructor asked if there was any additional work available to the dishwasher. A bakery counter worker suggested the assembling of cake and pastry boxes was something that needed to be done each day but that no one seemed to be able to find the time to do. This job was ideally suited to another agency worker who was labeled profoundly mentally retarded. This worker now works for two hours each day assembling boxes and doing related stock work, such as keeping the front counter supplied with string and bags. Since this worker's productivity is measured at below 25% of competitive norms, the bakery contracts for her production from the agency, which in turn employs the worker under its work activity certificate, rather than the bakery employing her directly.

During the course of the two year partnership between Gene's bakery and the (re)habilitation agency, there have been other instances where the expertise of the agency has been of service to the bakery. For example, a simple suggestion resulted from the observation by agency staff that several times each day customers would enter the bakery through the employee entrance by mistake. Although this was a nuisance to both the customers and the bakery, the bakery management either didn't have the time to look into it or weren't able to identify that the problem was one of visual cue discrimination. Both doors were close to one another and looked similar. Once an "Employees Only" sign was posted on the appropriate door at the suggestion of the agency instructor, the problem ended.

Another suggestion developed out of disputes regarding use of the time clock and docked pay policies. The management alternated between a lax policy, allowing workers to punch in and out for each other while paying for scheduled time rather than punched time, and suddenly reversing itself,

feeling that its good will had been abused, and arbitrarily docking and disciplining workers. The agency staff who observed these interactions could see that the lack of consistency, more than anything else, was the source of bad feelings on both sides. It was recommended that a set policy be written and posted by the time clock, specifying how many minutes grace time was allowed, how much time would be docked for punching in late, and what disciplinary steps would be taken in cases of repeated lateness or punching another worker's card. All parties have been satisfied as a result and the likelihood has been increased that Gene's Bakery will call upon the agency in the future to resolve similar problems.

2.3 Central Power Company

The management of the Central Power Company was receptive to entering into discussions with the (re)habilitation agency in the community, and to hiring workers with disabilities. After an initial meeting, the mail room was identified as a possible area where the agency could be of assistance. Two agency staff spent one day in the mailroom, observing and writing down the various job tasks, asking questions when it wouldn't interfere with the work and occasionally helping out. One staff member accompanied an employee on the mail delivery throughout the building complex.

A total of 35 different tasks were performed by five mailroom employees. One of the five had given notice and this was her last week. The agency felt that the worker it had in mind for the site could learn between seven and nine of the tasks. Unfortunately, the company's Mail Clerk job title included all of the operations, and the company's personnel department administered a written test covering the most difficult areas. The company followed the procedure even though informally the employees specialized in certain areas, such as sorting or preparing and mailing packages, when splitting up the tasks among themselves.

The agency recommended creation of a new Mail Clerk Assistant position, listing only a few of the duties required of a mail clerk, with no written test requirement. The understanding would be that the agency would be responsible for filling this position and insuring that the employee selected received adequate training to perform the work. The company management was receptive in principle but was cautious and conservative about making a policy change. The mail room supervisor initially was skeptical. He objected to the loss of flexibility due to the new assistant being unable to fill in on other job duties during vacations and sick leave. He was finally convinced to support the plan when the other mail clerks indicated that in

return for being relieved of their more tedious daily tasks they would be willing to take responsibility for filling in for each other. To address the loss of flexibility, the company proposed that position of Mail Clerk Assistant be paid at 75% of the prevailing wage on a Special Certificate, since the assistant would not be performing the same number of tasks expected of a full clerk. However, prior to implementing this position for the worker in mind, the company had filled the open Mail Clerk Position with a nondisabled applicant.

The agency kept its proposal alive in the following months by phone calls from the community work developer and a call from an agency board member to the president of Central Power, whom he knew socially. The company continued to send notices of available openings to the agency, although the agency was never able to fill these with its workers. Eight months later, after another job turnover in the mailroom, and recognition of problems with sloppy work and mail sorting errors, the company accepted the agency's proposal. The company added a Mail Clerk Assistant job title requiring no written test. The agency had assumed all along, though it had never been mentioned, that there were production problems in the mailroom that would not go away by themselves. The agency believes that an additional factor contributing to it being called upon by the power company was an excellent feature story in the local newspaper about the agency's placement program. This came at a time when the company was receiving a great deal of negative publicity.

The new worker began with the task of opening each morning's mail and sorting payment mail from other mail. Instruction was provided by the agency Work Adjustment Instructor on this task for several weeks until it was mastered and the work was produced at an acceptable rate. Gradually, new tasks were added to the Assistant's responsibilities until a total of 17 out of the complete list of 35 mail clerk tasks were learned. The work adjustment specialist now spends approximately four hours a week in ongoing instruction and follow-up visits, and is available to both the worker and the supervisor should any difficulties arise.

After the company became more comfortable with the agency's presence and pleased with its services, it allowed an extension of the job analysis process into other departments. Two other departments were identified by the company, and as before, agency staff spent one work day in each area. One new job has been created as a result. This pertains to tearing and collating computer print. This job takes one worker three hours each morning, and as in the mailroom required creation of a new assistant position. One work adjustment instructor is able to provide support to both this worker, who requires only occasional assistance in performing the

job duties but needs significant assistance when taking a break in the cafeteria, and to the mail clerk assistant.

After hearing of a successful salvage operation conducted by an agency in another city with another power company, the agency also pursued establishment of a salvage crew at the Central Power Company's warehouse across town. After researching scrap material prices and talking with personnel involved in the program it had learned about, the agency presented a written proposal to the company management. It was determined that the salvage operation of cutting cable into lengths and stripping off insulation would be a cost effective operation for assignment to workers from the agency. The resulting higher salvage price would make the venture profitable for both the company and the agency. The proposal called for subcontract work stations in the company and included a bid price per scrap container. After long delay and several follow-up meetings, the company accepted the proposal. A crew of five workers and a supervisor work at the warehouse, receiving containers from the loading dock, sorting, cutting, and deinsulating cable. When two workers were unable to learn to discriminate steel, aluminum, and combination aluminum-steel cable visually, a magnetized needle display device was developed by an agency staff member with an engineering background. As the workers became more proficient at the job and were finishing containers quicker than they were brought in, the agency supervisor suggested that insulators and connectors also be inspected and returned to warehouse stock if in good condition. These and eventually other reclamation tasks were added to the crew's responsibilities.

A new task was added when the company approached the agency with a problem. The problem was in the process of converting street lights from mercury to sodium. The company wondered whether conversion of present housings or disassembly and salvage with replacement was the more cost-effective alternative. The company asked whether the agency workers could handle the job. A company representative and agency community work developer investigated the alternatives together and determined that disassembly and salvage of the aluminum, copper and glass was preferable. This task is also now performed by the crew.

Today the salvage contract is an established part of the company. The company has created the new position of Manager of Reclamation to oversee the operation and expand it into other areas.

2.4 Country Estates Apartments

The employers in this example had previous experience with hiring disabled workers from a rehabilitation agency, and felt that it made good business sense. When they moved into a new area and built an apartment complex, Country Estates, they contacted the community rehabilitation agency. Their needs were for (1) workers to clean the common areas of each building, including the hallways, stairways, laundry rooms, and storage rooms, and for (2) a thorough cleaning of apartment interiors between tenants. The first need was not being met because workers hired to do the job tended to take too many short-cuts and generally do a less than adequate job. Also the position was difficult to keep filled. Often the Assistant Manager wound up doing what little cleaning she could fit into her busy day. The second need was due to the sporadic nature of the job. At the end and beginning of a month there might be five apartments to clean in three days, then nothing to do for the rest of the month.

The agency felt that it needed the freedom to structure the jobs differently than had been done by the company. It suggested the idea of contracting for the services rather than hiring workers directly. Together, the agency and company determined the amount of time it took to clean an average building, and came up with a fair price. The same was done for the apartment interiors. Six workers and a supervisor began cleaning the common areas on a full-time basis. Another two workers and a supervisor began cleaning the building interiors as needed.

At first, the cleaning crew was able to only clean 28 of the 48 buildings in one week. Country Estates maintenance personnel remained responsible for the remaining buildings. Within two months, the crew was able to take over the entire operation. Each worker began with one specific duty, such as vacuuming stairs or wiping washers and dryers, but the supervisor trained each worker, one at a time, on a second task and then a third. This process was kept up until two of the workers could clean an entire building with only occasional reminders and assistance. The other four were able to accomplish two or more tasks each. The two more independent workers were given daily responsibility for three buildings each. They were provided with supervisory spot-checks and assistance with out-of-the-ordinary problems. The other four workers worked as a crew. Under more direct supervision they completed the remaining buildings each day.

Because of the contract relationship, the company did not have to concern itself with the details of which workers received more or less pay or cleaned more or fewer buildings nor was it concerned with job turnover. The company's concern was that complaints from tenants

about building cleanliness decreased, and that each building received a thorough cleaning once a week and always looked presentable. Tenants seemed to take more care to do their part in maintaining a clean apartment complex, and the cleaners received numerous compliments. Occasional problems, such as over-friendliness on the part of a worker, were taken care of by the supervisor or the case manager, who visited regularly, through the use of work adjustment instructional strategies. The management encouraged the agency workers to interact with company employees and tenants and be a part of the apartment complex community. The clubhouse was made available to the workers both for breaks and lunch and for recreational activities if they happened to finish work early. During the summer, they were permitted to use the pool after work. Naturally, this had an extraordinary effect on production rates as well as providing for social integration.

That same summer, when Country Estates was looking for two lawn maintenance workers to mow the lawns and trim shrubbery, it approached the agency first. One worker client of the agency had been interested in outdoor work and filled one of the positions. The agency phoned the other job lead into an inter-agency placement coalition, and the position was filled by a client of another agency. The lawn maintenance workers were employed and supervised directly by Country Estates.

The cleaning of buildings between tenants did not turn out well for the agency. The work had to be performed at a fast pace for a few days each month while the rest of the month was down-time. By mutual agreement, this aspect of the contract was discontinued. A cleaning service company was brought in to do that job. Snow removal and salting of sidewalks was also attempted and discontinued, for much the same reason.

An operation that did turn out well was carpet cleaning. After the relationship with the agency was about two years old, Country Estates asked whether it would be interested in the carpet cleaning operation. This again was a sporadic job primarily at the end and beginning of each month. Country Estates Apartments found itself paying a carpet cleaner who was idle part of the time. While Country Estates desired to contract this work to the agency, it had two problems. It did not want to lose its investment in carpet cleaning equipment, nor have to pay unemployment to the present carpet cleaning employee. To solve these problems the agency proposed to purchase the equipment from the company at fair market value, and to hire the carpet cleaner to supervise the contract. Through its day to day contacts with the company, the agency was familiar with this individual and felt that he would make an excellent carpet cleaning instructor and supervisor. A market survey indicated that addi-

tional residential and commercial carpet cleaning contracts could be secured to fill in the middle of each month when work at Country Estates slowed down. The equipment purchase price was deducted from the company's monthly bill from the agency in installments. Two agency workers began work as carpet cleaners under the new supervisor. As expected, other regular carpet cleaning contracts were developed and the three person crew is kept busy full-time. Workers from both the general cleaning crew and the carpet cleaning crew are placed into individual competitive employment as they master the skills of their respective occupations, and new client workers join the crews as trainees.

Following the above experience the owners built a second apartment complex in a nearby suburb. Even before construction was completed, the agency was gearing up to take on the new contract. Country Estates was used to train additional workers and a new supervisor. Agency workers have been an integral part of the new complex since opening day. The management was impressed with how smoothly the new operation was set up and to what degree it finds itself depending on the agency.

III. CATALOG OF SERVICES

This section lists a total of 48 different services that can be offered by agencies to their client companies. Two criteria were used in the selection of services. The first criteria is a demand on the part of business for the service, that is, businesses need and pay for the service. Second (re)habilitation agencies commonly have assets available that can be used to meet the need.

The list is in alphabetical order. Each entry includes a brief description with an example(s) plus comments or cautions and cross-references (CR:) with related services when appropriate. It is a comprehensive listing of all the services that the authors were aware of to date. The purpose of the catalog is to expand thinking about the role of (re)habilitation in relation to its business clients, and assist agencies in developing a strong and effective service line. No one agency is capable of providing all of the services listed, nor would it be a wise marketing strategy to attempt this.

3.1
Affirmative Action Consultation

Agencies can consult on all aspects of affirmative action regulations and compliance with Sections 503 and 504 of the Vocational Rehabilitation Act, including review or development of an affirmative action plan, and assistance in implementation of the plan. For example, the agency can provide and periodically update a mailing list of disability-related organizations for distribution of position notices.

3.2
Accounting and Bookkeeping

All agencies have accounting and bookkeeping capabilities and can use them to serve a business. For example, the agency CPA can set up an accounting system for a new company. Employee or labor contracting (CR: 3.6; 3.7) transfers the bulk of bookkeeping responsibility to the agency. An agency can also make its computer available to provide payroll services for a company.

3.3
Accident Review

The agency can investigate accidents, analyze patterns in their occurrence, and recommend prevention measures. Examples of recommendations that might result from a review: safety awareness training (CR: 3.50), employee incentives for accident-free work days, or modifications in equipment, procedures, or production layout (CR: 3.17). The cost of accidents to a company can be substantial, and the results of prevention services quantified.

3.4
Benefit Cost Reduction

Employee benefits can add as much as 35% to the cost of employing a worker.

Providing back-ups to fill in for vacation and sick time as a job try-out, and contracting for production instead of labor (CR: 3.7) are two ways of reducing these costs. Accident Review (CR: 3.3) and Compensation Assistance (CR: 3.5) reduce insurance benefit costs.

3.5
Compensation Assistance

Review of compensation claims cases and return of injured workers to employment as soon as possible benefits both the company and the worker. For example, the agency can identify sedentary job positions suitable for a worker with a back injury, and arrange for enrollment in courses at a local business school.

3.6
Contract Employees

An agency can contract to provide employees for a company under a lease arrangement. These can include both disabled clients of the agency and non-disabled workers hired to fulfill the contract. For example, an agency contracted for all non-managerial positions at a recycling plant, using its workers as material handlers while advertising for and hiring nondisabled keypunch operators. This service transfers most of the personnel management functions to the agency.

3.7
Contract Production

An agency can contract not for a number of employees but directly for production services through a Work Station in Industry. For example, it may assume responsibility for custodial maintenance of a building. Care must be taken to avoid large isolated work sites that violate the principles in Section 1.1.

3.8
Employee Assistance Programs

An agency can accept clients on referral from a company for psychological counseling, troubled employee assistance, crisis intervention, drug or alcohol problems, etc. Services can be either directly provided by the agency or indirect, by referral and coordination with other community agencies.

3.9
Employee Placement

An agency can recruit and screen applicants to fill job openings at a company. These can be disabled agency clients, disabled clients of other agencies in a networking arrangement, or nondisabled job-seekers. This is the oldest and most widely recognized service.

3.10
Equal Employment Opportunity Consultation

An agency can extend its consultation beyond Affirmative Action for disabled workers (CR: 3.1) to equal opportunity in general, by consulting on E.E.O. regula-

tions, recruitment and advancement policies, resources such as minority-oriented job training programs, etc.

3.11
Financial Assistance

Many agencies have multi-million dollar budgets, a great deal of equity and credit, and are larger than many of the businesses they serve. Examples of financial help are accepting late payment on an agency invoice, loaning, or cosigning a loan. This service is most applicable to a company starting out or experiencing a temporary problem.

3.12
Guarantee Positions Filled

Frequent turnover adds thousands of dollars to a company's personnel expenses. An agency can absorb this expense by recruiting, screening, and training employees and guaranteeing that one or more positions remain filled. The focus of this service is on the ongoing guarantee rather than the case-by-case placements covered in 3.9.

3.13
Human Relations Consultation

Agencies offer a great deal of expertise in communication skills, resolving supervisory and discipline problems, and negotiation/ conciliation skills. These can be offered to companies as training seminars (CR: 3.46) or as management consultation.

3.14
Human Factors Consultation

Knowledge of physical capacity and sensory discrimination evaluation and adaptations can assist in the efficient design of individual work stations. For example, physical motions can be shortened or eliminated from an assembly sequence by repositioning materials. Redundant cues (both a light and a buzzer) can be built into a warning mechanism as an added precaution against accidents.

3.15
Industrial and Labor Relations Consultation

Worker job satisfaction, motivation and work incentives, and human aspects of job engineering are all in the skill repertoires of rehabilitation professionals. For example, an agency can suggest a quality circle meeting format or a suggestion-of-the-month bonus program to increase worker participation and morale.

3.16
Job Description Development and Review

Expertise in job and task analysis and in setting behavioral objectives is ideally suited to the development of position descriptions which lend themselves to a clear understanding of expectations and accountability for job performance. A knowledge of the educational and skill requirements of jobs can be

used to specify job qualifications and to eliminate unnecessarily high qualifications.

3.17
Job Design Planning and Consultation

Agencies can assist in structuring jobs, and in the design of whole production systems. For example, one agency assembled all the routine tasks in an office into two new job positions. From a description of the operation of a new recycling plant, another agency determined the job required, skill levels, and number of employees in each category required for the operation.

3.18
Labor Cost Reduction

Rehabilitation programs provide access to On-the-Job Training funds, Targeted Jobs Tax Credits, and Special Minimum Wages, all of which directly reduce or subsidize the cost of labor to a company.

3.19
Manpower Planning

Given information about a company's future plans and directions, an agency can forecast the skills needed and availability of labor with the appropriate training, and can design training programs.

3.20
Marginal Work

Marginal work is not always cost effective for companies at today's high labor rates and this work is often left undone. Agencies can utilize contract production (CR: 3.7) or labor cost reduction mechanisms (CR: 3.18) to create jobs out of this work. Examples include inspection and rework of parts, sorting scrap for sale, additional quality control checkpoints, more frequent cleaning, and careful handling and filing of old records.

3.21
Market Development

Agencies can find new customers for company products. For example, it can develop a market for scrap material. One agency used personal connections to assist a company to obtain a new retail outlet contract. Development of individual consumer business is discussed under Patronage (CR: 3.25).

3.22
Medical Assessment

An agency physician or medical consultant can complete pre-employment physical examinations for a company, and/or consult on the physical and medical requirements of jobs.

3.23
Organizational Development Services

All organizations require effective communication, teamwork, and conflict resolution. Agency personnel

skilled in interpersonal dynamics and group processes can provide a valuable service through training sessions and consultation. One agency, for example, developed presentations on active listening techniques and how to conduct meetings effectively.

3.24
Outplacement Services

An agency placement team can assist in job placement of company employees who are not well matched to their jobs. Both intra-company transfers and placements with other companies can be the solution. The related service of termination review can also be provided. The agency consultant looks impartially at a conflict situation and gives a second opinion. The agency benefits in a further way from providing these services, by being instantly aware of the new job opening.

3.25
Patronage

Agencies may be able to influence the purchasing habits of several hundred households and reward a company for its cooperation. An example of this service is scheduling weekly agency staff meetings at a restaurant that has made a special effort to hire agency workers and resolve difficulties. Another example is a newsletter article to the agency mailing list about a retail company's outstanding work on behalf of its workers, with a product recommendation.

3.26
Personnel Management Services

An agency can assume full personnel department responsibilities for a company, including advertising, selection, training, and evaluation of all employees. Employees can either be put on the company payroll or leased to the company under contract (CR: 3.6).

3.27
Performance Evaluation Systems

Based on its experience in work behavior evaluation, an agency can develop a system of periodic written evaluations, based on job duties and department goals, for use by company supervisors.

3.28
Product Development

Agencies sometimes create work for their workers by developing a new product for a company to market. For example, the Computronics Company (2.1) now produces hand-wound prototype motors partly as a result of access to cost-effective labor for labor-intensive parts of the operation.

3.29
Production Expertise

Specific expertise in occupational areas on the part of production personnel is one of the assets possessed by most agencies. The

agency in Section 2.2, for example, made its knowledge of cleaning solvents and methods available to the company. Agencies can provide similar services in landscaping and groundskeeping, microfilming, computer programming, wood products manufacture, and many other fields.

3.30
Production Facility

As part of the transition to community work, an agency can sell or trade its production facility to a community business, or incorporate the facility as a business that employs both disabled and nondisabled workers. On a smaller scale, tools and equipment for a particular production area can be sold, leased, or given to a company in return for community employment of agency workers. One agency, for example, made its grounds available to a florist to grow plants for dried flower arrangements. Workers hired from the agency prepare the arrangements at the florist shop.

3.31
Productivity Increase

Contracting for completed production only (CR: 3.7), and improvements in job design (CR: 3.17) reduce the cost of unproductive work time. When job restructuring frees up skilled workers for more creative and highly-trained tasks, an additional productivity increase is realized. Flexible schedules, expandable work crews, and temporary capabilities (CR: 3.43) also help a company maximize the production obtained per hour of labor purchased.

3.32
Psychological Assessment

Agencies can provide assessment services in connection with employee assistance (CR: 3.8), compensation assistance (CR: 3.5), or to assist the company with transfer and promotion decisions.

3.33
Public Relations

Agencies insure that the newspaper and television coverage they receive features client companies prominently. They also include mention of companies in their community education and awareness campaigns. An agency can also ghostwrite an article about a company for a trade journal in its field. An agency and a company could also develop a joint advertising program.

3.34
Purchasing and Tax Advantages

In a contract relationship where the agency purchases equipment and builds the price into the contract, the company benefits both because the original purchase was exempt from sales tax and because payments are spread out and may be spread over more than one company. If a company purchases equipment for use by agency workers on its premises, it can donate the equipment to the agency

and claim the purchase price as a charitable tax deduction. The agency then becomes the owner of the equipment. Some kinds of adaptive equipment for disabled workers can be purchased by the State VR agency for use at a company.

3.35
Quality Improvement

On many kinds of work, agency workers will reach higher quality standards than is otherwise available to a company. For example, two workers sharing a dishwashing position at half the minimum wage each will probably perform the job with slower motions, resulting in less breakage and more careful individual inspection. The careful inspection of castings at Computronics (Section 2.1) is another example. Agency workers may also be less apt to cut corners and violate company rules. Quality will also improve whenever a job is performed by a satisfied worker whose skills and interests are properly matched to the task.

3.36
Regulatory Consultation

Regulations imposed by government agencies are often complex and confusing to companies, and they enlist the help of professional consultants to effectively deal with regulations. For example, food service establishments can utilize an agency to monitor compliance with cleanliness standards. The agency's role is advisory only, but it can establish a solid record of reliable assistance in heading off possible difficulties.

3.37
Replication and Dissemination

Agencies can assist companies to replicate successful service models to other locations. For example, an agency which had developed an innovative contract employment partnership in motel housekeeping assisted the motel chain to set up similar programs with agencies in other states.

3.38
Research Services

Many agencies have the skills to conduct corporate surveys, market research studies, customer satisfaction surveys, and to evaluate the effectiveness of training, safety awareness, and similar programs.

3.39
Safety Awareness and Training

Rehabilitation professionals knowledgeable about industrial safety and accident prevention offer such services as awareness training seminars and recommend preventive safety measures. Accidents are often traced to psychological factors like fatigue, boredom, and distractions, and these can be spotted and ameliorated by staff with expertise in human factors engineering (CR: 3.14).

3.40
Storage Space

Some agencies can offer storage and warehouse space to a company out of an existing facility in return for community employment opportunities, retaining sufficient office space to operate a community-based vocational service (CR: 3.30).

3.41
Supervision of Workers

In both contract employment or work stations in industry models (CR: 3.6) and in group placements the agency can send its own supervisor with a work crew, freeing the company supervisor for other duties.

3.42
Supplier Development

Contacts with large numbers of different businesses affords unique opportunities for an agency to connect companies with potential suppliers of materials. For example, an agency with disabled workers at an industrial laundry work site patching gloves was able to help another company which produces ice cream products obtain reconditioned gloves for the ice cream stock workers at a lower cost than the company had been paying.

3.43
Temporary and Flexible Labor

A contracting capability allows agencies to handle temporary and flexible labor assignments. For example, an office may need vacuuming only on Mondays while an apartment complex may need carpets cleaned only when getting an apartment ready for a new tenant. The agency can string several such contracts together into a meaningful job schedule for workers, while filling each company's labor need.

3.44
Time Studies and Work Measurement

Agencies possess a great deal of experience in behavior observation and measurement and in the measurement of productivity. This experience can be utilized to objectively time-study industrial operations for use in setting expected work levels for an employee bonus program or in labor-management negotiations.

3.45
Training Workers

Agencies can provide job skills training to their workers at a work site, guaranteeing that workers will reach quantity and quality specifications satisfactory to the company. The company's training cost is reduced to the cost of training one agency instructor in the operation. Agencies can also utilize their training expertise to train non-disabled company workers.

3.46
Training Managers

In designing human resource development programs

for supervisory and managerial personnel, companies can take advantage of the knowledge and skills of agency staff in this area. Usually, manager training is conducted in a seminar or one-day workshop format. Some examples of training topics offered by agencies are: Effective Communication; Stress Management; Smoking and Weight Reduction; Supervising Difficult Employees; Training Methods; Time Management; Negotiation and Conciliation Skills; and Affirmative Action and Equal Employment Opportunity Law.

3.47
Try-Outs

Companies take a risk with any new employee. An agency is in a position to reduce the risk by offering no-cost job try-outs and by retaining a worker on its own payroll during an initial training period. The cost of this service can be reimbursed to the agency through rehabilitation case service fees or Job Training Partnership Act funds.

3.48
Writing Services

Agencies can write and/or edit company policy statements, proposals, answers to regulatory inquiries, technical manuals, and trade journal articles. For example, an agency could prepare a safety manual for a company, or prepare an application to the Small Business Administration for a Handicapped Assistance Loan on behalf of a company.

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